

NAVAJO NATIONAL MONUMENT

GENERAL MANAGEMENT PLAN • NEWSLETTER 2 •

GENERAL MANAGEMENT PLAN CONTIN-UES PLEASE COMMENT ON THESE

The process to plan for the future of Navajo National Monument is underway. The purpose of the General Management Plan is to ensure the monument has a clearly defined direction for resource preservation and visitor use for the next 15 - 20 years, and public involvement is an essential part of the process. The first phase of public involvement has been completed. Ideas and concerns were collected from a newsletter, website, and American Indian tribal consultation.

The first newsletter and web site contained some of the legislation, along with the purpose and significance of the monument. These provide the foundation for the plan. With that foundation and the ideas collected from the public, the planning team has developed some draft alternatives for your review and comment. Are they broad enough to address public concerns? Are there more alternatives that should be considered? We want to hear from you before we fully develop these with more detail and present them in the *Draft General Management Plan and Environmental Impact Statement*.

Please use the enclosed comment form in this newsletter, or respond via the internet at the website listed below. We look forward to hearing from you.

James Charles

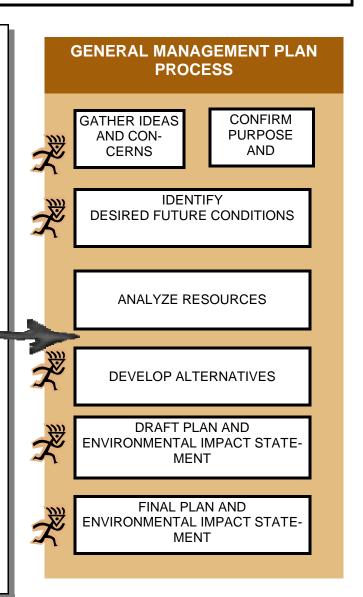
Superintendent, Navajo National Monument

VISIT THE WEB SITE AT:

http://www.nps.gov/planning/nava

Or contact:

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OPPORTUNITIES FOR PUBLIC INVOLVEMENT

- MEETINGS
- NEWSLETTERS AND RESPONSE FORMS

SCOPING

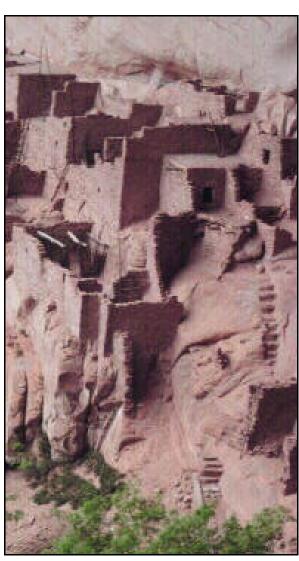
What we heard from the public

Scoping for the General Management Plan for Navajo National Monument began with publishing a Federal Register notice on October 27, 1999 announcing the beginning of the planning process and intent to prepare an environmental impact statement. A newsletter was distributed in October, 1999, as well as a website established, announcing the beginning of the GMP and inviting comment. Comments were accepted through January 31, 2000. In lieu of local meetings, a member of the GMP team visited local Chapter Houses with information and newsletters, and took some comments. An ongoing visitor use study being conducted at the park is asking some questions relevant to the GMP, and responses through January have been included.

The following summarizes the general categories brought up by people:

- Continue American Indian Consultation for GMP and beyond
- Improve management of the museum collection
- Follow Native American Graves Protection and Repatriation Act
- Protect ethnographic use
- Protect beauty, solitude, wind, scenery, feeling of the place, natural quiet
- Protect nature, mesas, canyon, ecosystem, plants, wildlife, air
- Cultural resource management
 - Some say actively preserve
 - Some say let nature take its course
- Maintain and improve or expand relationships with American Indian tribes
- Balance American Indian use and visitor use
- Provide broader interpretation, be more inclusive of many cultures, link to today, more participation by all affiliated tribes
- Provide more outreach to schools
- Improve the visitor center and exhibits
- Improve visitor safety
- Provide a wider variety of activities mountain bike, horse ride, café, hotel, more crafts and demonstrations
- Maintain an un-crowded hiking experience
- Keep visitor access limited to protect resources
- Make Betatakin and Keet Seel more accessible to visitors (ideas included road access)
- Open Inscription House on some level to the public
- Keep the park well maintained
- Why is GMP needed
- Increase Hopi involvement in interpretation, management, and staff
- Change the name of the monument
- Improve communication with foreign visitors
- Increase staff, jobs, housing
- Keep it free of charge
- Concerns about public access over tribal lands
- How will plan address changing land uses outside of monument
- Create a tribal park, broader area
- Interest in local economic opportunities

Many people want to keep the dwellings preserved and the special experience just the way it is today.



Betatakin (Talastima)

What Navajo National Monument should be like in 15-20 years



- Stewardship for cliff dwellings balances National Park Service laws and policies with American Indian concerns.
- Natural systems are allowed to continue in balance with stewardship of cliff dwellings and the greater ethnographic landscape.
- Natural quiet is protected.
- Dark night sky is protected.
- Good air quality is protected.
- Museum collection of artifacts and archives are properly inventoried, catalogued, stored and secured, and through consultation with affiliated American Indian tribes appropriate items are repatriated.
- Visitors understand and appreciate Native cultures of this region through time.
- Visitors can experience a ranger-guided hike.
- Non-hikers can find a quality experience.
- Opportunities for people with disabilities are expanded and improved.
- Good relationships with all affiliated American Indian groups are developed and maintained.
- American Indian tribes are involved in the interpretation and management of resources.
- Safe, quality facilities fulfill desired visitor experience.
- Safe, adequate facilities support maintenance and administration.
- Local employees are recruited and retained

HOW DO PUBLIC COMMENTS BECOME PART OF THE PLAN?

Ideas and issues collected from the public during scoping were sorted into the following categories:

- 1. Things which must be done to meet existing laws and policies (these will be in the plan as "Actions Common to All Alternatives").
- 2. Things which have alternatives for management (these will be in the "Alternatives" section of the plan).
- 3. Things which can't be done (for example, require Congressional action or violate current laws) or are not a GMP issue (these will be in the "Ideas Considered but Dismissed" section of the plan).

ACTIONS COMMON TO ALL ALTERNATIVES

Management guided by existing laws and policies

General Management Plan: A general management plan (GMP) will be prepared because the National Park Service is required to prepare and revise GMP's in a timely manner for each unit (National Parks and Recreation Act 1978, PL95-625). Navajo National Monument does not have a GMP.

As with all units of the National Park System, management of Navajo National Monument is guided by numerous federal laws, regulations, executive orders, and policies such as the 1916 act creating the National Park Service, the Endangered Species Act, and the National Historic Preservation Act, to name a few. Native American consultation will be important in all alternatives, as will the protection of ethnographic use, repatriation of objects and human remains, management of the museum collection, and management of natural resources.

There are other actions which can also be included in any of the alternatives, such as the inclusion of Hopi place names in interpretation, improvements to visitor use and interpretation, and adjacent land use.

Native American Consultation: Consultation is the process of seeking, discussing, and considering the views of others and, where feasible, seeking agreement regarding matters of interest and concern to them. Navajo National Monument will regularly and actively consult with the Navajo Nation, the Hopi Tribe, and other traditionally associated American Indian tribes or groups to develop planning, management, and operational programs that reflect knowledge of and respect for cultural and traditional associations to park cultural resources and culturally important natural resources.

The necessity for consultations with American Indians arises from the historic and current government-to-government relationship of the federal government with American Indian tribes, particularly those that are federally recognized, as well as for compliance with a variety of laws and other legal entities, such as presidential executive orders, proclamations, and memoranda; federal regulations; and National Park Service management policies and directives. Examples are the National Historic Preservation Act (as amended in 1992) and the Presidential Memorandum of April 29, 1994, entitled "Government-to-Government Relations With Native American Tribal Governments. Consultation will continue throughout the GMP process, and extend beyond the GMP as needed.

Ethnographic Use: Navajo National Monument is within the Navajo Indian Reservation, and the Hopi Indian Reservation is nearby. The Hopi and Navajo cultures are inextricably bound to the monument lands, which were occupied by their ancestors. Both view the park landscape as spiritually active, containing places vital to the continuity of their traditional and religious practices. Navajo National Monument will continue to recognize the past and present existence of peoples in the region and the traces of their use as an important part of the cultural environment to be preserved and interpreted.

In accordance with the American Indian Religious Freedom Act (1978) and Executive Order No. 13007 of May 24, 1996 (Indian Sacred Sites), Navajo National Monument will continue to provide access to culturally associated American Indian individuals and groups for traditional and ceremonial purposes. As a matter of policy, Navajo National Monument will be as unrestrictive as possible in permitting American Indian access to and use of traditional sacred resources for customary ceremonials, provided that such use does not cause impairment of the resources. Access to and use of the Monument's cultural and natural resources will be based on archeological and ethnographic studies including ethnographic oral history and ethnohistory studies.

Native American Graves Protection and Repatriation Act (1990): Indians linked by ties of kinship or culture to ethnically identifiable sacred objects, objects of cultural patrimony, or human remains and associated funerary objects would be consulted when such objects or remains may be disturbed or are encountered on monument lands.

Hopi Place Names: To the Hopi people, Navajo National Monument is the ancestral home of Hopi clans that migrated through the area. *Kawestima*, Keet Seel, is a Fire Clan village. *Talastima*, Betatakin, is a Flute and Deer Clan village. *Tsu'ovi*, Inscription House, is a Rattlesnake, Sand, and Lizard Clan village. The General Management Plan cannot change the name of the National Monument. That requires an act of Congress. But in any alternative, the Hopi place names could be included (along with Navajo names) in signs, maps, publications like this newsletter, and programs, along with broader interpretation of these ancestral ties and migrations.

ACTIONS COMMON TO ALL ALTERNATIVES

Management guided by existing laws and policies





Aspen Forest

Museum Collection: Thousands of objects, artifacts, and natural history specimens, as well as archival and manuscript material, comprise the Navajo National Monument museum collection and are among the monument resources to be preserved and protected. Nearly 50% of the collection has yet to be cataloged, and significant portions of the collection are housed in various facilities, including Navajo National Monument, the National Park Service's Western Archeological Conservation Center, the Museum of Northern Arizona, and 15 other known institutions

Navajo National Monument would prepare a collection management plan to guide the documentation, protection, preservation, and use of the monument's museum collection. Affiliated Indians would be consulted regarding each acquisition that involves human remains and funerary objects, sacred objects, or objects of cultural patrimony.

Natural Resources: There will be ongoing inventory and monitoring of vegetation and wildlife within the National Monument, subject to availability of funding. Management will strive to maintain native species and exclude exotics. The NPS will identify and protect threatened and endangered species and their habitats. The NPS will also seek to protect water quality, groundwater, air quality, natural sound-scape, scenic beauty, and dark night skies.

Recognizing American Indian people's traditional and cultural relationship to natural environmental resources, Navajo National Monument will consult regularly to incorporate Indian values, ideals, and uses in management of natural resources and environmental awareness programs.

Visitor Use and Interpretation: In any alternative, improvements would continue to be made to visitor use and interpretation. Facilities would continue to be maintained in good condition, improved for handicapped accessibility, visitor safety would remain a management priority, and improvements would be made for better communication with foreign visitors.

Adjacent Land Use: There are many possible changes in adjacent land use which could affect the monument. The National Park Service will continue to maintain good local communications and consultation to ensure mutual interests are protected.

A brief summary of differences

The draft alternatives developed are framed around the following central questions:

Can visitor access to Betatakin, Keet Seel, and Inscription House be increased without compromising resources, ceremonial use, or adjacent landowners? Or should access be limited, ceremonial use more protected, and visitor understanding improved some other way?

This brief discussion of the differences between the alternatives and the drawing in the center of the newsletter outline the draft alternatives so the public can comment. The full Draft General Management Plan and Environmental Impact Statement will contain more detailed alternatives and a more complete analysis of impacts, and another opportunity to comment.

Three alternatives have been developed:

A: No Action, Continue Existing Management

B: Greater Access and Variety of Experiences

C: More Guided Tours While Emphasizing Protection of Resources

OPPORTUNITIES FOR VISITORS TO GET CLOSE TO CLIFF DWELLINGS

Today, visitors who arrive in the summer months must make careful plans if they want to get close to the cliff dwellings. They must have a reservation, and be ready to depart early for either Keet Seel or Betatakin. People who did not plan ahead or arrive early must stay an extra day or miss the experience. Inscription House has been closed to visitors since 1968. This would stay the same in Alternative A, No Action.

Under Alternative B, everyone in the summer would have the opportunity to hike down Betatakin Canyon on the completed Aspen Forest Trail, and a ranger stationed at the bottom would lead them to the front of the ancient town. A major change would be that visitors would not spend as much time with a ranger for information. In this alternative, there is the opportunity for visitors to arrive in

Reservations would still be needed for Keet Seel, but visitors would have a choice of hiking or horseback. With more people visiting, the dwellings would be protected from over-use by allowing people to get close to but not go inside the ancient towns. A limited number inside may be considered, but only after careful study of carrying capacity and visitor safety. Inscription House would also be opened to visitors in this alternative on a very limited basis if appropriate land use agreements could be worked out with the Navajo Nation.

Under Alternative C, a goal is to keep the popular ranger-led hike into Betatakin Canyon but to add more tours. By completing the Aspen Forest Trail, the trip is reduced from 4-5 hours to 2 – 3 hours, so more tours can be offered during the day at a variety of times. Visitors would still have a long time with a ranger and have a unique opportunity to learn not only about the dwellings but also about American Indian beliefs and culture. Permits to Keet Seel would be slightly increased. With more people visiting, the dwellings would be protected from over-use by allowing people to get close but not go inside the ancient towns. Inscription House would remain closed to the public.



A key to Alternatives B and C is re-opening the Aspen Forest Trail to Betatakin, which has been closed since 1982 because of rock fall hazard. It would allow more direct visitor access without crossing tribal lands. The Environmental Impact Statement with the Draft General Management Plan will address potential impacts to cultural resources, ethnographic users, threatened and endangered species, and concerns for visitor safety.

A brief summary of differences

OPPORTUNITIES FOR VISITORS WHO DON'T WANT A LONG HIKE OR WANT TO STAY LESS THAN 2 HOURS

Presently, a visitor who stays on the mesa top usually stops at the visitor center to view exhibits (indoors and out), see the video show, and chat with a ranger. There is a Navajo-operated craft shop, and sometimes craft demonstrations. There are two short trails to overlooks, one to Aspen Forest Overlook and one to Betatkin Overlook. There is a picnic area, campground, and fire circle for summer evening programs. Under alternative A, opportunities would remain the same.

Alternative B greatly expands opportunities for visitors on the mesa top. A larger or new visitor center would be constructed to hold more exhibits and provide audio-visual programs. A new amphitheater would replace the fire circle, offering greater variety of programs in the day and evening. To better serve visitors at this remote location, snacks could be incorporated into the visitor center. There is the opportunity to form tribal partnerships to build and operate this facility, and incorporate broader cultural interpretation, activities, and events. Parking would be improved and expanded to handle recreational vehicles and buses. Additional interpretive trails would be built on the mesa top, offering a system of loops and more choice as well as more opportunities for handicapped accessibility.

Alternative C is more modest in scale and more economical, and would provide improvements to what visitors experience on the mesa top. The visitor center would be slightly remodeled, and new exhibits and audio-visual programs would be installed. Outdoor exhibits would be improved and expanded. Additional interpretive trails would be built on the mesa top, offering a system of loops and more choice as well as more opportunities for handicapped accessibility. Even without expanded facilities, this alternative has opportunities for forming tribal partnerships to provide broader cultural interpretation, activities, and events.



Inscription House (Tsu'ovi)

PROTECTION OF CLIFF DWELLINGS

The monument was set aside primarily to protect Betatakin, Keet Seel, and Inscription House. There are many laws and policies which guide how they should be managed, and actions must be undertaken in consultation with the Tribal Historic Preservation Office. The present direction of management is to continue preservation though cyclic maintenance and stabilization of the structures to offset deterioration, although large rock falls cannot feasibly be prevented. The sites are protected from vandalism by rangers on site during the season of high visitor use, intermittent ranger patrols other times of the year, and adjacent landowners keeping unauthorized people out of the canyons. There would be some deterioration to Betatakin and Keet Seel from visitors touring the ancient town sites. Under Alternative A, management would remain the same.

Alternative B is very similar to present management, but would offer a little more protection from vandalism by more frequent and longer season of ranger presence to guide visitors. There would be some deterioration to Betatakin and Keet Seel from some visitors touring the ancient town sites. There is the possibility that by taking visitors to Inscription House some of them may try to return later for an un-authorized visit.

In Alternative C, there would not be any active maintenance or stabilization work on Betatakin Keet Seel, or Inscription House. Cliff dwellings would be protected from visitor impacts by not allowing visitors inside the ancient towns. Additional staff would be hired to provide more patrols against vandalism at all three sites throughout the year. Natural deterioration from weathering, rock fall, etc. would be allowed to occur. This would require complete documentation and consultation with the THPO and other affiliated tribes.

A brief summary of differences

POTENTIAL EFFECTS ON ADJACENT LAND-OWNERS AND ETHNOGRAPHIC RE-SOURCES

Effects may be caused by a change in the number of visitors in these canyons. Under Alternative A, No Action, there are about 25 visitors a day going over Tsegi point for 4 months, guided by a ranger. There are up to 20 people per day hiking to Keet Seel by permit for three months. There are no visitors to Inscription House.

Under Alternative B, visitors to Betatakin would no longer cross tribal land, but there would be more people in the canyon for up to 8 months. There could be up to 40 people per day going to Keet Seel, hiking and horseback by permit, for four months. There could be up to 25 people per week guided to Inscription House with a ranger guide (pending agreements for access).

Under Alternative C, visitors to Betatakin would no longer cross tribal land, but there would be up to 100 visitors per day hiking with a guide for 4 months in the canyon. Keet Seel would have up to 30 visitors per day hiking by permit for 3 months. There would be no visitors to Inscription House.

OPPORTUNITIES FOR AMERICAN INDIAN PARTICIPATION IN MONUMENT

Under Alternative A, there would be a continuation of tribal arts and crafts sales and demonstrations at the visitor center. There would continue to be many Navajo interpretive rangers as guides.

Under Alternative B, the tribal sales of arts and crafts would continue, and with an expanded visitor center could be extended to more tribes and to a variety of cultural activities. Partnerships may be formed to construct and operate an expanded visitor center. The opportunities for other tribes to develop provide interpretation would be expanded.

Alternative C would continue the sales of tribal arts and crafts. The opportunities of other tribes to develop and provide interpretation would be expanded.

POTENTIAL ECONOMIC OPPORTUNITIES

The monument was not created for the purpose of improving the local economy, but the impact of ac-

economy is a consideration. Alternative A, No Action, offers continued regional tourism and the sale of arts and crafts, but no new economic opportunities. Alternative B would offer continued regional tourism, opportunities for a local operator of a horse concession, snack concession, expanded arts and crafts sales, and more permanent and seasonal National Park Service jobs. Concessions would be subject to National Park Service and Navajo Nation requirements for commercial services.

Alternative C would offer continued regional tourism, the sale of arts and crafts, and more National Park Service jobs, both permanent and seasonal.

POTENTIAL EFFECTS ON VISITOR SAFETY

Under Alternative A, No Action and all of the alternatives, there continues to be some risk hiking in the monument: steep rocky trails, potential rock fall hazard, quicksand, flash flooding, Giardiasis, overheating, and hypothermia. There would be an increase in the risk of rock fall hazard along the Aspen Forest Trail in alternatives B and C.

POTENTIAL EFFECTS ON NATURAL RE-



Alternative A would continue existing levels and types of visitation, and have little impact on natural resources. Under Alternative B, more people would be going into Betatakin Canyon on the Aspen Forest Trail, and for much of the trip they would be un-escorted. They could affect plants and animals. Horses could increase trail and stream bed erosion, and disperse invasive weeds. Under Alternative C, there would be more people in Betatakin Canyon to potentially disrupt vegetation and wildlife, but not as many as Alternative B and they would be with a guide.

A brief summary of differences

REALITY CHECK - STAFF, CONSTRUCTION COSTS, FEES

If the selected alternative would require a significant amount of money for construction, or a significant increase in the annual operating budget, that money must be appropriated by Congress. In today's political climate of fiscal conservatism with tax money, the reality of cost must be considered. To accomplish some of the alternatives, it may be necessary to form partnerships with tribes or other organizations, or to charge fees which could be used for visitor facilities and programs.

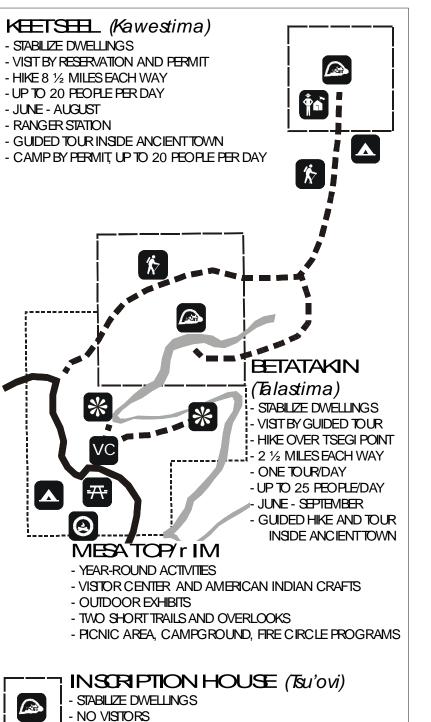
Stating a need for new facilities or more staff in this General Management Plan does not guarantee that it will be implemented.

IMPLEMENTATION	ALTERNATIVE A: NO AC- TION - CONTINUE EXISTING MAN- AGEMENT	ALTERNATIVE B: GREATER VARIETY OF ACCESS AND EXPERIENCES	ALTERNATIVE C: MORE GUIDED TOURS WHILE EMPHASIZEING PROTEC- TION OF RESOUTRECES
STAFFING NEEDS	9 permanent jobs15 seasonal jobs	10 permanent jobs18 seasonal jobs	10 permanent22 seasonal jobs
ESTIMATED RANGE OF CONSTRUCTION COST	No new construction costs	\$ 3.8 to \$ 9.2 million	\$ 2.6 to \$ 5.9 million
PARTNERSHIPS WITH TRIBES OR OTHER OR- GANIZATIONS	None required, could be developed	May be necessary to share cost of new or expanded visitor center, provide help with expanded interpretation	Could help with expanded interpretation
FEES	None	Fees may be considered to cover the costs of expanded visitor center, programs, camping, or guided tours	Fees may be considered to cover the costs of programs, camping, or guided tours

IDEAS CONSIDERED BUT REJECTED

- Create a larger tribal park will not be proposed by NPS unless tribe comes forward with proposal.
- **Develop road access to Betatakin, Keet Seel, or Inscription House** Not possible because location is primarily outside of NPS land; also would bring too many visitors into contact with sensitive resources.
- **Provide for mountain bike use** will not be allowed by NPS as trails on the mesa top are primarily for the great number of short-term visitors walking and getting interpretation, other potential roads and trails are outside of NPS land.
- **Expand campground** no alternative proposes expansion for the next 10-15 years as there is no real demonstrated need (it only fills a few nights a year) and the alternatives will tend to allow people to have access to Betatakin and Keet Seel at a variety of times, and reducing the need for those people to stay overnight. Campground expansion would require significant upgrade in the sewage system, and water from the existing well is barely adequate in quantity for existing uses.
- **Develop outreach program for schools** will not be an emphasis of the NPS at this time, as the local schools do not currently have time in their curriculum to participate in such a program.

ALTERNATIVEA: NO ACTION CONTINUE EXISTING MANAGEMENT



LEGEND



CLIFF DWELLING



VC VISITOR CENTER



RANGER STATION



HIKING ACCESS



HORSE ACCESS



NO VISITOR ACCESS



OVERLOOK



HANDICAPPED ACCESS



CAMPING



PICNIC AREA



FIRE CIRCLE



AMPHITHEATER



■ ROAD



= TRAIL



MONUMENT BOUNDARY

----- NAVAJO NATION-NPS AGREEMENT BOUNDARY

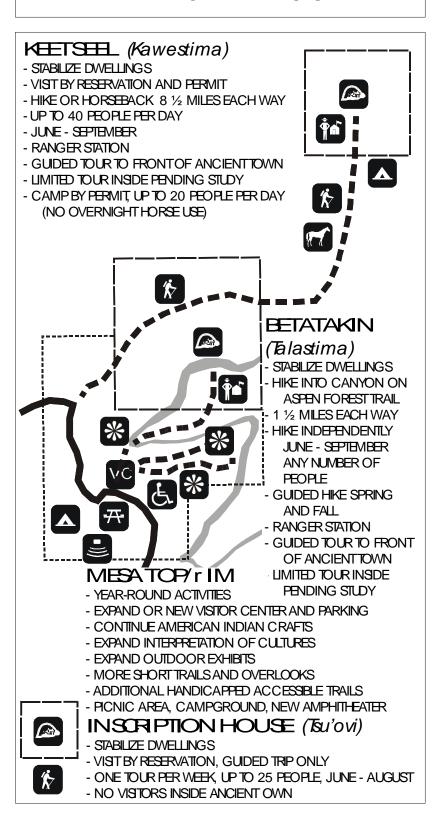


CANYON RIM

LAND OUTSIDE MONUMENT BOUNDARY IS ON NAVAJO INDIAN RESERVATION

DIAGRAMS ARE SCHEMATIC AND NOTTO SCALE

ALTERNATIVEB: GREATER ACCESS AND VARIETY OF EXPERIENCES



LEGEND



CLIFF DWELLING



VISTOR CENTER



RANGER STATION



HIKING ACCESS



HORSE ACCESS



NO VISITOR ACCESS



OVERLOOK



HANDICAPPED ACCESS



CAMPING



PICNIC AREA



FIRE CIRCLE



AMPHITHEATER





ROAD





MONUMENT BOUNDARY



--- NAVAJO NATION-NPS AGREEMENT BOUNDARY

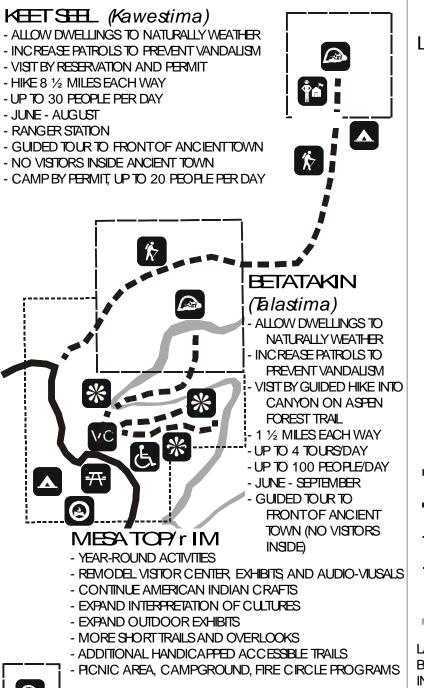


CANYON RIM

LAND OUTSIDE MONUMENT **BOUNDARY IS ON NAVAJO** INDIAN RESERVATION

DIAGRAMS ARE SCHEMATIC AND NOTTO SCALE

ALTERNATIVEC: MORE GUDED TOURS WHILE EMPHASIZING PROTECTION OF RESOURCES



LEGEND



CLIFF DWELLING



VISITOR CENTER



RANGER STATION



HIKING ACCESS



HORSE ACCESS



NO VISITOR ACCESS



OVERLOOK



HANDICAPPED ACCESS



CAMPING



A PICNIC AREA



FIRE CIRCLE



AMPHITHEATER



ROAD





MONUMENT BOUNDARY

----- NAVAJO NATION-NPS AGREEMENT BOUNDARY



CANYON RIM

LAND OUTSIDE MONUMENT BOUNDARY IS ON NAVAJO INDIAN RESERVATION

DIAGRAMS ARE SCHEMATIC AND NOTTO SCALE



INSCRIPTION HOUSE (Tsu'ovi)

- ALLOW DWELLINGS TO NATURALLY WEATHER
- INCREASE PATROLS TO PREVENT VANDALISM
- NO VISTORS